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SUBJECT: GERMANY'S COALITION AGREEMENT STRESSES PRIORITY OF  
TRANSATLANTIC RELATIONS

¶1. (U) Summary: The Christian Democratic Union (CDU), Christian Social Union (CSU) and the Free Democratic Party (FDP) signed a coalition agreement in the early morning of October 24, laying the groundwork for their next four years of cooperation as the country's governing coalition. The agreement stresses the primacy of a unified Europe and a strong transatlantic relationship and indicates foreign policy continuity in many areas. Highlights include:

- Afghanistan conference to develop a new strategy;
- removal of nuclear weapons from Germany via NATO;
- increasing economic ties with Russia;
- Turkish EU accession is an open ended process;
- NATO can take in new members, but no mention of whom;
- reduction of German UNIFIL role; and
- an international conference on Middle East peace.

Along with the coalition agreement, decisions on ministerial portfolios were also taken, with FDP leader Guido Westerwelle, as expected, named as Foreign Minister-designate (see septel on the new cabinet). (Note: The new cabinet is scheduled to be sworn in on October 28 at approximately 1600 local time. End note.) The agreement is comprehensive and includes sections on international economics and finance, the environment and climate change, counter-terrorism and domestic security, and foreign policy. Highlights of the latter will be covered in this cable, with the other issues reported septel. End Summary.

#### TRANSATLANTIC RELATIONS

¶2. (U) The coalition agreement stresses the need for strong partnerships and effective multilateral structures. It identifies transatlantic cooperation and the European Union as central to this policy. The agreement states that the parties are determined to use the opportunities presented by the transatlantic relationship and will thereby systematically strengthen the German-American "relationship of trust." The agreement also states that close coordination with the United States will strengthen German interests, thereby increasing Germany's weight within Europe and the world.

#### AFGHANISTAN

¶3. (U) The coalition agreement reaffirms Afghanistan's importance as a security policy priority, noting that it makes Germany safer; this policy also serves as an important symbol that Germany is an active member of the transatlantic alliance. The agreement emphasizes the importance of the upcoming Afghanistan conference, which Chancellor Merkel, President Sarkozy and Prime Minister Brown proposed earlier this year. Stressing that the comprehensive approach remains valid, the coalition agreement expresses the expectation that a new Afghanistan strategy -- which is to focus on transferring authority to capable Afghan National security forces -- should be developed at that conference. The

agreement calls for the appointment of a special envoy on Afghanistan. It also calls for a strengthening of Germany's contributions to international civilian police training efforts, particularly in Afghanistan. Improvements in the staffing of Germany's international police training missions are to be achieved by establishing corresponding units within the Federal police and creating pools of available state-level officers. The agreement emphasizes the need to help the Afghan government in developing the capacity to provide for its own security and indicates that Germany will increase its contributions to the EUPOL police training mission.

#### IRAN

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¶4. (U) The agreement stresses the coalition's commitment to a diplomatic approach towards Iran and, together with the E3 3 (P5 1), calls for working to prevent Iran from possessing nuclear weapons. If necessary, it supports tougher sanctions against Iran. The agreement calls for full transparency of Iran's nuclear program. It calls for assurances that Iran's civil use of nuclear energy is carried out in such a way that security threats do not arise for other countries.

#### DISARMAMENT

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¶5. (U) The parties agreed to "stand up for" a recall of nuclear weapons that remain in Germany and to discuss this matter both inside the alliance and with the United States.

BERLIN 00001337 002 OF 003

More broadly, the agreement welcomes President Obama's initiatives on disarmament, including the aim toward a nuclear-weapons-free world. It calls for seizing the opportunity to turn around the "global trend of new arms races" and making progress on disarmament and arms control. Only indirectly mentioning nonproliferation, the parties express concern about the "erosion" of the international treaty based on disarmament and an arms control framework.

#### RUSSIA

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¶6. (U) The agreement recognizes Russia as an important partner in dealing with regional and global challenges such as Afghanistan, the Middle East, Iran, terrorism and climate protection. It calls for supporting Russia in its continuing drive for modernization and in reducing its deficiencies in human rights, the rule-of-law, and democracy. It calls for promoting dialogue within civil society. The agreement calls for increasing economic ties with Russia and creating long-term, reliable energy partnerships without unilateral dependencies. The agreement also calls for considering the legitimate concerns of neighboring states in shaping bilateral relations.

#### EU ENLARGEMENT AND TURKEY

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¶7. (U) The agreement calls for pursuing further EU enlargement with "a sense of proportion." It underscores that the EU's ability to admit new members is of equal importance to the candidate's ability to meet accession criteria. It characterizes EU accession negotiations with Turkey as "an open-ended process" which is not automatic and "the outcome of which cannot be guaranteed at the outset." It also states that if either the EU or Turkey are unable to fulfill membership obligations, the EU should continue to develop a privileged relationship with Turkey.

#### MIDDLE EAST

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¶18. (U) In addressing the Middle East, the agreement first recognizes Germany's "special responsibility toward Israel as a Jewish State." It calls for a two-state solution for Israel and the Palestinians. The agreement also calls for a "conference approach" in the Middle East on the basis of the roadmap and the Annapolis process which should include, aside from the parties to the conflict, the U.S., the EU, Russia, and the UN. The agreement also calls for the strengthening of stability and sovereignty of Lebanon, the continued development of democracy in Iraq and its reconstruction.

NATO  
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¶19. (U) The parties agreed that NATO remains the "strongest anchor" of their common security, as it binds Europe and America together. In general terms, the parties call for the "blockades between the EU and NATO" to be overcome. The coalition agreement also calls for intensifying dialogue with Russia through the NATO-Russia Council and to build a close partnership with Moscow, based on proven institutions, including the OSCE and Council of Europe." "In principle" the German government is open to new members in the Alliance -- without having named any candidates. Ukraine and Georgia are not mentioned in this context.

DEPLOYMENTS  
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¶10. (U) The agreement calls for "working at the UN" to gradually reduce Germany's contributions to UNIFIL's maritime component with the long-term aim to end participation. Germany currently leads UNIFIL. The agreement also calls for a "critical review" of the mandates related to piracy and counterterrorism off the Horn of Africa, with the end result perhaps being a single mandate for all German missions there.

UN REFORM AND PERMANENT SEAT  
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¶11. (U) The agreement expresses the parties' commitment to strengthening the United Nations (UN) and toward comprehensive reform of the UN, aiming at a better reflection of today's realities. Within the context of broad reform, the new coalition calls for a permanent EU seat in the UNSC. It goes on to state that, "On the way (to the EU securing a seat), Germany is ready to assume greater international

BERLIN 00001337 003 OF 003

responsibility by taking a permanent seat...." For the period 2011/2012 Germany will seek a non-permanent seat in the UNSC.

GERMAN-FRANCO; GERMAN-POLISH RELATIONS  
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¶12. (U) The new government continues Germany's special relationship with France and plans to increase cooperation in the areas of education, climate protection, space as well as security and defense. The coalition agreement also calls for deepening of "the close friendship and cooperation" with Poland and to better utilize the possibilities of the Weimar Triangle. German-Polish cooperation should also send a new impetus for European unification.

HUMAN RIGHTS  
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¶13. (U) The agreement calls for engaging for worldwide freedom of religion, with special attention paid to the situation of Christian minorities. It advocates for the worldwide abolishment of the death penalty, torture and

inhumane treatment. It calls for the international prohibition of human trafficking, child labor, infant soldiers, forced prostitution, forced marriage and genital mutilation. The coalition advocates an evaluation of the Rome statute to the International Criminal Court and a better enforcement of the international criminal code. It warns against using the UN Human Rights Council as a playground for national power interests and wants its establishment as an international organ against human rights violations.

Delawie